DOCUMENT RESUME

ED 122 449 EA 008 246

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TITLE School Facilities Technical Report: City of Manassas Public Schools.
INSTITUTION Virginia Polytechnic and State Univ., Blacksburg. Office of Educational Services.
PUB DATE 30 Mar 76
NOTE 56p.; For a related document, see EA 008 245

EDRS PRICE MF-$0.83 HC-$3.50 Plus Postage
DESCRIPTORS Construction Costs; Court Litigation; Educational Finance; Educational Specifications; Elementary Secondary Education; *Facility Case Studies; *Facility Inventory; *Facility Requirements; Property Taxes; Scheduling; School Improvement; *School Organization; *School Planning; Traditional Schools
IDENTIFIERS Virginia (City of Manassas Park)

ABSTRACT

The Town of Manassas Park officially became a city in 1975. Shortly thereafter the State Board of Education certified the city as a separate school division. The general purpose of this study was to provide the newly appointed school board with data on which to base decisions regarding school facilities. Facility needs are identified and existing school facilities evaluated. A considerable portion of the report deals with the legal aspects involved in the transition from town to city status of the redistribution of school properties. The law does not specifically provide for the transfer of county school buildings situated within the limits of a newly created city to the city or the city school board. Therefore, the report makes a critical assessment concerning the realities of acquisition of the existing structure within the city limits, and develops an alternative plan for acquisition of new facilities if the county does not sell or convey to the city any school buildings. (MLF)

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SCHOOL FACILITIES TECHNICAL REPORT

CITY OF MANASSAS

EA 006 246

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SCHOOL FACILITIES TECHNICAL REPORT

CITY OF MANASSAS PUBLIC SCHOOLS

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March 30, 1976

MANASSAS CITY PUBLIC SCHOOLS

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ACKNOWLEDGEMENTS

The Research Team would like to thank the School Administration, Mr. James Leo, Superintendent, and the School Board for the cooperation shown through the development of this study.

In addition, the evaluation of the existing school facilities was greatly facilitated through the cooperation and effort of the citizens who accompanied the Research Team through the inspection tours. Finally, the School Administration of the Prince William County Schools helped the development of this study by providing data regarding the County Schools.

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I. Introduction

The school plant is the space interpretation of the school objectives, goals, and curriculum. These find their physical expression in construction and arrangements of the school plant. The size, proportions, and relations of learning spaces influence the type and quality of instruction. The school site and the school building are part of the broad concept known as the school plant.

This functional concept of the school plant emphasizes the effect of plant facilities on the educational experiences provided and the educational mehtods employed within it, rather than on the materials used in its construction. The school plant is viewed as a controlled environment which facilitates the teaching-learning process while it protects the physical well-being of the occupants. School facility planning, whether for a new school or for the renovation of an old school, starts and ends with the students. The school building should, therefore, be designed to satisfy the students' physical and emotional needs.

The students' physical needs are met by ensuring a safe structure, adequate sanitary facilities, a balanced visual environment, an appropriate thermal environment, a satisfactory acoustical environment, and sufficient sheltered space for the students' work and recreation.

The students' emotional needs are met by creating pleasant surroundings, a friendly atmosphere, and an inspiring environment. This humanistic, student-oriented approach to school facility planning, renovation, and construction views design and equipment as means of enhancing the pupil's learning and comfort.

Providing facilities for instructional purposes demands the attention

of the school board, the superintendent, specialist in the school - facility planning, renovating and design, as well as formally organized community advisory committees. To assist the School Board and Administration in making decisions regarding the housing of students, a research team from the Office of Educational Services of Virginia Polytechnic Institute and State University was commissioned to complete a facility study. This study was conducted during the first part of 1976 with the assistance of the administration and a group of community members.

From the data contained in this report plus the discussions and recommendations, the School Board and Administration should be able to make rational decisions concerning the future of the School Division.

II. Purpose and Scope of the Study

The general purpose of this study was to provide the School Board and Administration with data from which decisions regarding housing of students would be made. From this general purpose, several specific objectives were derived. The data contained in the following report specifically addresses the following objectives:

1. To determine the facility needs of the Manassas City School Systems which has approximately 2900 students.
2. To evalute the existing school facilities belonging to Prince William County School Division, but which are located within the city limits to ascertain how these structures could augment the facility needs of the city.
3. To make a critical assessment concerning the realities of asquisition of the existing structures within the city limits.
4. To develop a phasing in scheme for the School Division which would enable the School Board and Administration to guide the process of becoming a school system.
5. To develop an alternative plan for acquisition of new facilities in the event the School Board makes a decision to become a separate school division with owned facilities.

The scope of the study was determined and limited by the purpose and objectives of the project and the availability of data derived from the county officials and school division.

The study was further limited by the time frame within which the results of the project were derived. The School Board was in a position whereby certain decisions needed to be made in a relatively short period of time.

The V.P.I. & S.U. Research Team endeavored to comply with this time frame to facilitate appropriate decisions.

The evaluation of the existing school facilities owned by Prince William County School Division located within the city limits was conducted to determine the educational adequacy of the building in terms of a modern educational program. No engineering study was conducted of the facilities to determine the soundness of the structure; likewise, judgements regarding the reliability of the boiler in the Osbourn High School were limited to overt inspection. Data from the School Facilities Department of the Prince William County School Division was utilized to make estimates regarding the needed improvements to not only the heating system, but also to other physical aspects of Osbourn High School.

Some data were just not available to the Research Team. Data such as the original cost of the facilities within the city limits were just not available to the Research Team. Therefore, presentation of data and conclusions in certain areas were impossible to develop because of lack of data. Nevertheless, the study does provide sufficient data and discussion to enable the School Board to make rational decisions on how to proceed in housing students.

III. Transition From County to City School System

Introduction

The process of transition from Town to City status is a relatively simple matter; however, the redistribution of school properties and the adjustment of financial obligations, present more complicated problems for which no set formula can be prescribed due to the variety of local conditions which exist in any case. Since the facts and circumstances in any particular case differ materially from the facts of another case, any hard and fast rules might result in an unfair adjustment between two subdivisions. Nevertheless, the issue of transition from Town to City status is not without precedent dealing directly with the educational divisions involved. Any analysis of the change of status must therfore include a review of the opinions rendered in past cases to ascertain how they are applicable to the Manassas case. The following explanation of the transition statute of the Virginia Code and brief summaries of certain legal proceedings which have occurred within the Commonwealth in recent years will serve as guidelines in the event that Manassas seeks to operate as an independent school division.

Provisions for Transfer

The Virginia Code 15.1-1003 provides for the assumption of a portion of the county debt when a town becomes a city. The code states that the city shall assume a just and reasonable proportion of any debt of the county existing at the date the town becomes a city and also for compensation to any school district of which the town was a part for the city's just and reasonable proportion of any debt existing on the district at the date of transition.

The code further stipulates that the city council and the district school trustees shall make an equitable adjustment of such debt. Consideration shall also be given to the city's just proportion of money collected by the county treasurer.

Neither the law nor court opinions set any precise formula for the settling of claims under the Transition Statute. Because of the local circumstances, it is impossible to set any prescribed manner in which claims are settled. Section 15.1-1004 of the Virginia Code stipulates that in the event the parties concerned cannot make a satisfactory adjustment and cannot agree upon the terms of such an agreement, either party may proceed against the other by entering a bill in equity in the Circuit Court of the county in which the city is located in order to obtain a proper settlement of the matter. In addition to the manner in which remedies may be sought by either party of the transition, court opinion has stated the principle against which remedies are applied.

In Colonial Heights vs Chesterfield, 196 Va 155, the authorities involved in this case were unable to agree upon the adjustment of the respective claims and rights. The court held that it was not possible to set a fixed formula of debt adjustment in every case; however, the court declared that in view of the provisions of Code 1950, section 15-102, the standard set for adjudication is the general one of equity and justice. The equity and justice are broad, general terms which place a great deal of discretion in the governing bodies of the county and city in adjusting the terms of transitions, and in the courts, in the event of failure to reach agreement. There is less ambiguity if these terms are used to refer to "just and reasonable" and "equitable adjustment"

and "equitable claims." Equity and justice are meant to imply treatment which is "just, fair and right in the view of a fair-minded man."

Under the provisions of Code 1950, section 15-102 upon transition from town status, a city shall assume a just proportion of the county debt. This just proportion of county debt is further defined as that proportion as the assessed value of property in the city at the time of transition bore to that in the county as a whole. Further, it is immaterial that the total county debt has been incurred in part for construction of school buildings outside the proposed city limits.

This code section does not require a settlement in the nature of a general accounting between the city and county upon transition, but contemplates that the city's claim to tax moneys collected after thansition by the County Treasurer will be used to the extent allowed, as a credit applicable only on the city's debt assumption obligations. The exact manner in which this section applies, of course, is dependent upon the exact date upon which the transition becomes effective. In Colonial Heights vs Chesterfield, 196 Va 155, the court held that the city's just proportion of money collected by the County Treasurer in the year of transition should be determined by the same ratio which their respective periods of tax contribution bear to the number of days in the year in which the transition occurs.

In addressing the specific question of title to and reimbursement or compensation for school buildings located within the proposed city limits, the courts have had to rely upon a construction of the existing Code. The transition statute does not specifically provide for the transfer of county school buildings situated within the limits of a newly created city to the city or the city School Board. The court did, however, in Colonial Heights

vs Chesterfield, 196 Va 155, state that attention must be given to the language of the statute employed. Code 1950, section 15-102 uses both "reimbursement" and "compensation" in prescribing the adjustment of a debt assumption. The court in Henrico vs City of Richmond, supra, 177 Va, page 795, said "Reimbursement" means a return or restoration of the equivalent for something paid or expended, that is, a refunding or repayment. "Compensation" means the giving of an equivalent or substitute of equal value for something received or for loss suffered.

If the court follows the above opinion in the settlement of the equitable claim of the City of Manassas provided by Code section 15-102, consideration would be given to the public assets possessed by Prince William County and the means of their acquisition; and the City of Manassas would be credited on its debt assumption with that same proportion of the value of Prince William County assets as it must assume of the Prince William County debt. In other words, the City of Manassas has paid a proportionate share of all school facilities located throughout Prince William County and the County residents have paid a proportionate share of all facilities located in the City of Manassas. These proportionate contributions of each segment of the local government would be taken into account by the court in adjusting all claims.

Assuming that the court recognized the claims of the City of Manassas to the five school buildings now located in the town limits (2 elementary, 2 middle schools, 1 high school), the court would then determine the ratio the City contribution in taxes toward the construction of all buildings in the County bore to the contribution the County made to these same facilities. This ratio would be determined in much the same manner as the debt assumption

ratio is determined. The claims of the City regarding the school facilities located in the proposed city would then be adjusted by the ratio obtained. It is difficult at best to make predictions based upon assumptions of the manner in which a judicial body will treat the circumstances of a given case, but the following precedents should apply to the claims of the City of Manassas.

1. Towns can obtain the status of a city through the transition statutes. (15.1-1003)
2. Title to county school property lying within a town remains vested in the county school board after a town becomes a city (code 15-102).
3. A city must assume a proportion of the county debt - the ratio of the total county. (Va Code 1950, 15.1-1003)
4. A city must pay for any school property acquired whether or not the county has any debt, the city receiving credit for its "beneficial interest" in that property. The amount of debt assumed by the city should be completely offset by its claim to the total assets of the county, but the city is not due any excess of assets over debt.
5. Tax moneys collected after transition and the city's equitable claims shall be used as a credit applicable only on the city's debt assumption obligations (15-102).
6. A city cannot force the conveyance of county school property--neither does the court have the power to compel a county to transfer any property to a newly created city, however, in all court cases to date, county school property has been transferred to the city based upon a beneficial interest the city property

owners have upon the total county school property including those school buildings within the city limits.

7. The courts have recognized the equitable claims of the city in previous cases concerning the buildings located within the city boundaries.

Code 150, section 15-102, provides the method by which a proportionate share of the county debt can be assumed by the city upon becoming a city. A ratio is determined and applied to the county debt. The ratio used is that which the assessed value of real estate and personal property within the city bears to that of the county as a whole at the time of transition.

To apply this ratio determination to the present Manassas situation it is necessary to find out what proportion the city property is of the county valuation. The latest figures from the County Treasurer's office have been utilized in this report because it is assumed that the Court of Jurisdiction would utilize official data from the constitutional office of the County Treasurer rather than any other data source. Caution must be observed, however, because the figures used here will change and become obsolete in the next publication of the Treasurer. The total 1975 assessed value of real estate, tangible personal property, merchant's capital, machinery and tools, and public service corporations as listed by the financial report of the County Treasurer is $813,842,884. This same report lists the total value of real estate personal property, public service corporations, capital and machinery and tools as being $91,289,357 for the City of Manassas. This amount represents approximately 11.217% of the total Prince William County valuation. Therefore, according to the legal code, the new City of Manassas would be required to assume 11.217% of the total county school debt.

The total gross debt for the School Division as reported by the Treasurer's office for January 1, 1976 was $61,228,217. Normally, the gross long-term debt would be reduced by tax funds in the Treasurer's office collected during the year of transition. Because the date of transition is within days of the beginning of the fiscal year, no funds are available to reduce the amount, thus, the school division debt is $61,228,217.

In determining the amount of the above debt the City of Manassas would assume, it is necessary to determine 11.217% of the net long-term debt which is $6,867,969 of the total.

Again assuming the precedent set in the Colonial Heights vs Chesterfield County court decision prevailed in this instance, the new City of Manassas would have to assume $6,867,969 worth of the existing county debt. This amount would be paid to the county over a period of years determined either by agreement or court degree.

Table III

	Manassas	Prince William County
Assessed Value of Property	91,289,357	813,842,884
% City/County	11.217	88.783
% School Debt 11.21% of	6,867,969	61,228,217
% Value of School Property	7,888,000	93,100,000
% City/County Beneficial Interest	10,443,027	82,656,973

Borowing Capacity - 18% of Real Estate Valuation

1975 Valuation = $72,345,700 X 18% = $13,022,226

Table III depicts data relative to the assumption of County debt by the city and the value of property of real estate, and school buildings.

The total assessed valuation of Prince William County, including public utilities, personal property as well as real estate is $313,842,884. The total assessed value of the City of Manassas is $91,289,357. This amount represents 11.217% of the total value of the County. This percentage is utilized in determining the amount of debt to be assumed by the city school division.

The table also indicates the total school debt of the County is $61,228,217 - this is in addition to the $10.9 million of debt for hospitals, library, social services, and public improvements. The school division would, therefore, have to assume 11.217% of the $61.2 million in County debt or $6,867,969.

Prince William County School Division has a total of $93.1 million worth of school facilities. If the same ratio (11.217%) were applied to the total value of the school facilities owned by the County as a measure of establishing the beneficial interest claim of the City of Manassas, it would mean that the city would be awarded an amount comparable to $10.4 million in operating facilities. The four schools within the city limits - Baldwin, Bennett, Dean, and Osbourn - have an approved valuation of approximately $7.8 million, a difference of $2,555,027 between the amount of school facilities which might be awarded to the city and what is actually in the city limits. Adding the Marstella Middle School to the above named schools, however, would closely approximate the $10.4 million in beneficial interest in school facilities to the City School Division.

As stated in a previous section of the report, the citizens of the City of Manassas have a "beneficial interest" in all school facilities located throughout the county just as do citizens in the larger county area have a beneficial interest in all schools including those located in Manassas. Whether or not the beneficial interest of the citizens of the City of Manassas equals the amount the facilities in the corporate limit equal is a matter of conjecture at this time, because any claim in equity to the school facilities by the City of Manassas would have to be adjudicated by the Circuit Court. But of even more importance is the fact that the City may not have opportunity to obtain those school buildings located within the city limits because even this matter must be adjudiciated by the courts.

IV. School Facility Needs

The City of Manassas had as of October 31, 1975, approximately 2841 students located in the city limits for which the School Division would have to house should the Board decide to operate their own system. These students are broken down to approximately 1367 students K-5, 670 students Middle Junior High, 751 students in grades 9-12, 37 students in special education, plus 16 students in various Prince William County Schools. Many program and orginizational decisions have to be made before definite statements regarding the housing needs of the above student body can be made. Decisions such as desirable size of schools, organizational patterns, as well as extent of the educational programs, must be made before definite plans for housing sutdents can be developed. For budgetary purposes; however, certain assumptions can be utilized to project the school faculty needs of the school division. These assumptions are:

1. The Board desires to establish an average pupil-teacher ratio of 28-1 on the elementary and middle school level and 25-1 on the high school level.
2. The maximum size of an elementary school will be 500 students; 750 students for middle schools, and 1000 for high schools.
3. Schools should be located so as to minimize bussing of students and crossing of major highways.
4. The grade organization of the School Division will be K-5 elementary, 6-8 middle schools, and 9-12 high schools.
5. Physical Education, Art and Music shall be offered to all students every year.
6. Vocational Education classes shall be available to all students in

the high school.

7. Special Education students will be mainstreamed into the classrooms with a recource room available.
8. All students who live within the city limits will be housed in city school facilities.

With these assumptions in mind, it is possible to describe the facility needs of the Manassas school system rather precisely.

The present elementary school population will need a total of 50 classrooms throughout the city. These should be distributed in three buildings - two facilities of 18-20 general purpose classrooms each and one building of 12-15 classrooms. This arrangement would allow for maintaining special education students and for sufficient growth for the next 5 years

The middle school population will need a facility of approximately 18 general purpose classrooms plus special labs for Science, Home Economics, Industrial Arts, Music, Art, and Physical Education.

The present high school population will need a building which can accommodate the normal secondary subjects plus some vocational education offerings. For this group a facility of at least 17 general purpose classrooms and 17 additional laboratories for special subjects such as Typing, Science, Chemistry, Physics, Home Economics, Industrial Arts, Music, Art, and vocational subjects as described. Table I illustrates the needs of the City of Manassas in terms of school facilities within the assumptions as noted above. These needs will be related to both existing facilities now owned by Prince William County School System, but in the city limits, and new schools to be constructed.

Table I

Facility	Enrollment	GP Classrooms	Special Labs	Phys. Ed	Capacity
Elementary #I	500	20	-	1	560
Elementary #2	500	20	-	1	560
Elementary #3	412	15	-	1	420
Middle School *	670	20	7	1	728
High School *	759	18	17	1	825
Total	2841	93	34	5	3093

* The Middle Schools and High Schools can be rostered for only 90% of capacity to accommodate for the fact that it is impossible to roster a classroom 100% of the time with 100% of the capacity of the room. Thus, the 90% is a function of both time and capacity which prevents complete utilization of a facility.

V. Evaluation of Existing Buildings in Relation to City Needs

Part of the facilities study for the City of Manassas was to evaluate the existing school facilities owned by the Prince William County School Division to determine the suitability of any and all facilities to house the educational program for the School System of the City of Manassas. This section of the report deals with the five school organizations now located in the city limits. This portion of the report does not examine the feasibility of obtaining these structures; only the suitability of these facilities in terms of the needs of the City; therefore, no mention is made of whether or not the building is available. The assumption in this section of the report is that any and all buildings are available. It is recognized that such is not necessarily the case and that a court of law would have to determine whether or not any buildings are conveyed to the City and in what manner. In order to obtain an objective idea of how these facilities would house students in the City school system, it was necessary to assume availability of all facilities.

The Research Team involved in the facilities report evaluated the existing educational facilities within the Manassas City boundry to determine the feasibility of these structure being amenable to the housing needs of the school division. A site visit was made in January, 1976 to the Osbourn High School, Dean and Marstellar Middle Schools, and Bennett and Baldwin Elementary Schools. Members of the community accompanied the Research Team on the site visitations.

Elementary

The Prince William County School Division presently conducts classes in all five buildings. Regular school organizations are maintained in

the elementary and middle schools with a full staff. Part of the Baldwin Elementary School organization is housed in the Osbourn High School building. General purpose classrooms and the gymnasium are utilized by this part of the Baldwin organization. This building also housed some Prince William County school administration staff. As stated above, the Elementary school buildings house a complete educational organization. The buildings are fully utilized and are in excellent condition. There would be no doubt that the Manassas City School System could utilize both the Baldwin and Bennett Elementary School buildings with virtually no additional capital expense. In other words, a new elementary school organization could be moved into the building at a moments notice with no physical change. Some physical change might be desirable to enhance an already existing program. Neither elementary school has a gymnasium in which to hold physical education classes. If the School Board of the City of Manassas desired to properly house these programs in a new school organization it would be necessary to construct new gymnasia at both sites. This would be, of course, a program decision the Board would have to make. Suffice it to comment that neither school building would need to be modified to move a new school organization into the structures.

Middle School

Both middle school buildings presently contain a full-functioning and staffed school organization. As with the elementary school buildings, very little physical change would be necessary because the building is adequately housing a modern middle school program.

The Research Team found evidence of water damage in the ceilings of both the auditorium and the cafeteria. There will obviously have to be

some repairing of the roof on this building. Indications are that this would not be extensive and would probably be much less than $20,000. Even at that inflated figure, the cost would be minimal. The Dean School will also need some new lockers and some locks on existing lockers. Again this cost would be very minimal in terms of the total cost of a new facility. The library at the Dean School is woefully small for the student body that is currently housing the facility. If the City School Board were to operate this facility as a middle school, an extension to the existing library would have to be made to provide the type of service necessary in a modern middle school program. An addition of at least 1,500 square feet of space would be required to properly accomodate the 500-600 student capacity of this building. Depending upon construction costs, this addition would cost in the neighborhood of $ 83,000 based upon a square footage cost of $ 39 plus $25,000 for furniture and equipment.

The gymnasium at the Dean School seems adequate for the school population; however, the locker rooms seem small and cut-up. The Research Team does not recommend any modification to these spaces, but the Board must keep in mind that this school does have small locker rooms which is characteristic of buildings this age.

Additional improvement to the Dean building and site might account for an additional $75,000. This would represent improvements in the office area to provide for a large reception area, better circulation in the suite and improvements in the councelor's suite. Site improvements which might be made to accomodate a modern middle school program would be for additional playing fields.

A recapitulation of the necessary and suggested costs to the Dean School to upgrade the facility would total $178,000.

Roof	$ 20,000
Library Addition	83,000
Miscellaneous Improvements	75,000
TOTAL	$178,000

Even with the above improvements to the site and facility there would be some disadvantages to the existing facility. The teacher's lounge is small for the size staff in the building and is also inadequate in terms of function. Larger quarters are needed for the lounge area, but in addition, the teachers need better work space in which to make necessary class preparation. Space for this important funciton will have to be carved out of existing instructional space.

The Dean building is what is commonly called a "finger" type building having extensions out from the center core of the building. Because of the design of the building, which was popular in the 1940's and 1950's, the type of program is restricted to only one dimension, i.e. the traditional one teacher per class and 25-30 students per class. This limitation may or may not be important to the administration and Board of Education of the City School System, but it should be kept in mind along with the fact that the building is over a quarter of a century old with the normal life of a school building somewhere around 75 years.

It should also be noted that the school is not centrally located in relation to the population it will serve as the middle school for the Division. The vast majority of middle school students in the division will have to be bussed to this site. The site is, however, very ample for not only a middle school, but also a high school large enough to accomodate student body in this age group. Because of this reason, the Dean School would provide an excellent location for the City School System to locate

the entire secondary school complex to house its students.

The problem of housing two different school organizations (middle and high school) on the same site should be identified, but are not serious enough to negate this development. Through judicious development of the site, location problems of these two age groups could be minimized greatly.

The present Marstellar Middle School building houses approximately 1025 students in a very well-maintained and clean facility. A complete junior high school program is currently in operation at the school and the building seems to adequately serve the program. The facility is larger than what would be needed by the school division to house middle aged students (middle/junior high) and is not centrally located for the student body to be served. The site is not large considering the capacity of the building. The facility would not serve very well as a nucleus for housing all of the secondary school students in the school division. There are several good reasons for this conclusion. First of all, the site is not large enough for the type of educational program which would be necessary for grades 7-12. Moreover, the site would not be expandable because of the surrounding institutions. The building itself would need considerable expansion to house a senior high school educational program. In almost every aspect, the building would need expansion, except in general purpose classrooms. In all of the special instructional areas there would need to be additional facilities added--art, industrial arts, vocational education, business education, and the library. In addition, the administration and guidance areas would need expansion.

Because of the above reasons, it is the reasoned opinion that the Marstella Middle School, in spite of the fact that the building is in excellent shape, would not readily serve the high school needs of the city school system. The facility could, however, very well serve the needs of the school system for an intermediate and/or middle school in that area. As stated above, the capacity of the building is 1000 students, if the building were available to the school system the building would have to be utilized to capacity along with the other four schools in order to properly house all of the approximately 2900 students of the city. No conversation would be necessary to utilize the building for the upper elementary and middle school students.

High School

The Osbourn High School building presents quite a different picture than the other four schools located within the city limits. The old Osbourn High School building up until this past year was vacated when the new Osbourn Park High School building opened. Presently sections of the Baldwin Elementary School organization are housed in the building along with some Prince William administrative offices. The building is not utilized very heavily under present plans. Tenative future proposals indicate a greater utilization of the building by middle school students from various parts of the Prince William School Division.

A site visit to the building revealed that the building was in good shape considering the age of the building and the fact that it had been vacant for some time. Vandalism has been at a very minimum. The basic question is how can the Osbourn High School Building be utilized by the city school division and at what cost. The over-riding consideration

in trying to answer this question is that the building was completed in 1952 and is at least 25 years old. For facilities built during this period of time the average lifetime is 75 years. Educational obsolescence, of course, sets in long before the structure becomes obsolete. Already Osbourn High School is educationally obsolete in many respects for a high school building in that it can not accomodate some of the newer educational programs now coming into general use. This type of building is usually referred to as an "egg-crate" type building in that the general classroom section of the building resembles an egg carton in which eggs are placed in a row, one behind the other. The "Egg-crate" building has been educationally obsolete since the late 1950's when considerable research was done on the instructional grouping patterns of the high school organization. Other limitations of the facility include the size and location of the library and its receptability to electronic instructional technology and the auditorium stage/band/complex. The latter facility does not lend itself very well to some of the more modern needs of a drama class. Likewise, the Home Economics suite is extremely limited in size and there is no way to expand the suite. This criticism can also be leveled at the Library. The Library is small for the capacity of the building and to expand the library to the adjacent classroom (Rm 204) introduces a supervision problem for the librarian and does not provide the kind of space in the proper spot needed by the library. Moreover, the art suite is limited for a high school program of any stature, but again there is no way of expanding the facility. A price tag can not be attached to these limitations at this time because it is difficult at best to guess at the effect upon students and the cost is never known until the students

are graduated from school.

Additionally the structure of the building prevents re-capturing of the type of space now recognized as being vital for a modern high school program. Simply stated, the double-loaded corridor type of school building does not lend itself very well to modernization for a program designed for the 1970's and 1980's.

The above limitations are indeed real and must be realized by the School Board should a decision be made to seek to acquire this building to house a high school program. These limitations must stand so long as the building does because most of the above conditions can not be improved upon regardless of cost. A school division regardless of which one that utilizes the Osbourn High School Building must realize that the type of program that can be carried on in the building may not be the type of program desired over a longer period of time such as 40-50 years. The structural limitations cited above will be in existance 50 years from now just as they presently are in evidence.

Under the assumption that through a settlement of some kind either through negotiations or court order the Osbourn High School Building became available to the city to utilize to house city students. The first decision to be made would be whether to utilize the building as a middle or a high school. If the decision were made to utilize the building as a middle school, the total cost of additions to the building would be somewhat less. However, the capacity of the Osbourn High School as reported by the Prince William County School Division is 1000 students, approximately 330 students over the presently enrolled Middle School student body. This would be a very inefficient use of the facility. The renovations and improvements

to the structure would undoubtedly remain rather constant but the addition might be smaller for a middle school organization where more internal space could be changed. In dealing with the problem of costs associated with improving Osbourn High School building it is more feasible to talk about the necessary costs of renovating and improving the building regardless of the age group to be housed and then discuss the additions to the building to provide for either a middle school or high school program.

Two documents of the Prince William School Division were used to provide data regarding improvement of the Osbourn High School building. This data was augmented by a site visitation and evaluation conducted in January, 1976. The Capital Improvement Program of the Prince William School Division lists several improvements to the building to accommodate year-round educational programs. These improvements, mostly for air-conditioning, were not included in any plan of renovation and improvement for the City of Manassas. These improvements were considered to be beyond the present desire of the School Board even though new construction should have a controlled thermal environment which air conditioning insures.

The evaluation of the present Osbourn High School building can be presented according to specialized areas.

a. Auditorium - The auditorium is capable of seating approximately 500 students in a conventional seating arrangement. There is a proscenium stage which prevents any type of theatrical production other than those needing a proscenium type of setting. Open theatre, theatre-in-the-round, or experimental productions are impossible in this auditorium. The stage backdrops are well worn and would have to be replaced. Much of the lighting is of the temporary nature

and some is set up on the front of the stage which is a make-shift arrangement because the stage cannot accommodate the type of lighting needed for secondary school productions. There are no dressing rooms nor back-stage storage. The lighting in both the seating portion and the stage would have to be improved. There was evidence of the roof leaking water - a large area of the ceiling was water-stained.

b. Cafeteria/kitchen - As with so many other parts of the building, there were water stains on the ceiling indicating a leak at one time. The Cafeteria does not have an outside entrance, but apparently is large enough to handle the number of students. The kitchen seems adequate enough to prepare secondary school meals. With a general cleaning and the addition of some equipment, the kitchen could be re-activated with very little cost to the school division.

c. Hallways - Most of the hallways throughout the building indicated there had been water damage to the ceiling tiles. Some of the lockers were damaged and in all cases the lighting in the hallways needs improving. The hallway and entry between the gymnasium and the cafeteria is particularly an eye-sore. Considerable dirt and rubbish had accumulated in the entryway. The entryway is a dangerous spot in that it is a cover spot for anyone playing around the building. The outside doors of the building should be extended to the extreme outside of the entryway to eliminate the indentation in the building lines.

d. Gymnasium - This section of the building is in very good shape. The floors need to be refinished if athletic contests are to be held in

the gym. For either a middle school or a high school organization a new auxilary gym would have to be built to accommodate the physical education program.

e. Locker Room/Shower - The locker rooms, both boys and girls, are woefully small for the size of the student body capacity. These rooms are in very bad shape - plaster falling down, large settlement cracks, problems with drainage, water leak stains on the ceiling, and locker damage. The arrangement of spaces leaves much to be desired in terms of an efficient traffic pattern. In addition, the spaces are extremely small. These areas would have to be remodeled to help augment the teaching program.

f. Music-Instrumental - The band room is located behind the stage which is a good location for these two facilities. The present band room will have to augmented with another music teaching area and some individual practice areas.

g. Teachers Lounge - This area is extremely small for the number of teachers normally associated with a middle or high school. Some improvements to the room such as new air-conditioning, new sink and toilets, re-painting will measurably improve this area. It still will not be sufficient space for the staff.

h. Main Entrance - Ceiling indicates that water has seeped into the building. Additionally, the floor tile needs replacing.

i. Home Economics - This suite is very small for a modern program in home economics. There is no way of expanding this suite in its present location. It is, therefore, suggested that this suite be relocated into the Cosmetology Suite (Rm 115-117). This move

would provide the Home Economics program with a facility of approximately 2200 square feet of space which is almost three times the present allocation of 800 square feet of space. The present Home Economics rooms would become general purpose classrooms of varying size which should facilitate variable group instruction.

j. Science - The science classrooms are located on the first floor in rooms 102-111. The fixtures and equipment are for the most part old with the majority of the science tables of the wooden variety. There is no central preparation or storage room for the Science Department. There are two small areas between rooms 105 and 107, but these areas are too small for the type of program that is normally carried on in a high school science program. There is no positive ventilation in any of the science rooms. One laboratory had some window fans near the ceiling, but these operated only in that room. The science facilities could be pressed into service with nothing more than a clean-up, but the looks of the rooms would be very depressing for students. These rooms should be repainted, the furniture and equipment repainted and surfaced to provide a brighter environment. Room 107 is particularly in bad condition. The drapes should be replaced and the utilities trough along the top of the floor should either be sunk in the floor or carried through the ceiling. If the school division desired to equip the rooms with more modern types of science tables and stands, this additional cost would have to be added to the total needed for renovation.

k. Library - As noted earlier, the library is too small for the student

capacity of the building. If 1000 students could be accommodated in this building then the library should easily seat at least 250 to 350 students. According to the American Library Association, a library for this sized student body would need to contain more than 10,000 square feet of space. Obviously, the present structure could not provide a suitable space to accommodate this size facility. Therefore, it would be necessary to construct the library in the correct relational position to those portions of the educational program that need the library service most, i.e. social science, English, and the humanities classrooms. Any addition to the present structure would have to be on either the gymnasium end of the building or located in the rear. Such a location for a library would almost negate the benefit of a properly sized facility. It is suggested that part of the addition to the building be utilized as a main part of the library. This space would be rooms 116, 118, and 120. These spaces combined would provide for over 4700 square feet of space which is approximately double the present space of the library. The present library space could be renovated for an art suite of either 2000 or 2800 square feet of space and in turn the art space could be converted to seminar/conference type of spaces. In this manner, the space would be returned to the instructional program as teaching/learning areas. The present library space would have to have some work done to prevent water damage along the windows.

1. Rest Rooms - All of the restrooms appeared to have been well maintained by the custodial staff; however, the wearing of time has

had its effect. Most of the sinks and toilets were badly stained and would need to be replaced. In many of the rooms the ceiling had tell-tale evidence of water leaks. Some of the rooms need to be repainted.

m. Language Laboratory - This room had language instructional equipment that is rather old. It is suggested that this system be removed from the laboratory. Should the instructional program call for such electronic training equipment, new equipment should be purchased.

n. Office/Guidance Suite - The office seems adequate for the student capacity. With minor repairs, such as replacing the lighting, floor tiles, and ceiling tiles, the office should serve quite well. The guidance suite is rather crowded, but seems adequate for the number of counselors. There is a lack of storage space for the suite. Carpeting in this area would enhance the looks of the suite, as it also would for the administrative suite.

o. Building Exterior - For the age of the building, it is in rather good shape. There is very little evidence of vandalism and only a few windows need replacement. The exterior wood and metal trim will need to be repainted. Additionally, some minor landscaping would greatly restore the looks of the building.

A recapitulation of the costs to modernize and improve the Osbourn High School is contained in the accompanying chart. Inspection of the chart reveals that renovations and improvements, regardless of the type of program, would cost in the neighborhood of $465,200. If the building is to be utilized for a middle school program, then new construction of approximately 22,750 square feet of space will have to be added at a cost of from $924,787 to over $1.1 million. This would total out to be a cost of $1.39 million to $1.58 million. If the City School Board decided to house a modern high school program in the Osbourn High School then the costs would approximate $2.1 million to $2.5 million.

The square footage cost utilized in the above formulae was derived from the latest construction costs of the surrounding school divisions plus an additional amount for legal and architectural fees amounting to approximately 25%. These figures represent what is believed to be the high side of the costs of converting and new construction. The lower figures ($40.65 and $38.45) are the state averages for construction during the 1974-75 school year plus an additional 25% for fees and contingency.

The above figures for improvement and new construction to the high school must also be reflected against what a replacement cost would be. Assuming a 1000 pupil capacity building at 120 square feet per student would mean a building of 120,000 square feet of space at either the lower or higher figure the cost would be $4.8 million or $5.88 million depending upon the square footage cost utilized. In any event, the improvement/new additional construction costs are approximately 50% of new construction with the distinct prospect of mounting maintenance costs as the building grows older. Normal rule of thumb, however,

OSBOURN HIGH SCHOOL IMPROVEMENTS

I. Renovations and Improvements

1.	Conversion of Space		$214,200
	Rm 116-8-20 to Library	4800 sq. ft.	
	Rm 115-117 to Home Economics	2100	
	Home Economics to GP	800	
	Library to Art	2800	
	Art Lab to Seminars	1400	
		11,900 x $18/per sq.ft.	
2.	New Light Fixtures		28,000
3.	Replace Floor Covering		50,000
4.	Renovate Toilets		25,000
5.	Painting and Painting Exterior Building		25,000
6.	Up-Grade Science Room		45,000
7.	Enclose Entryway between Gyn & Cafeteria		28,000
8.	Upgrade and modernize present locker/shower		50,000
		TOTAL	$465,200

II. Additions - New Construction

1. Middle School Conversion

Industrial Arts Lab - 2 @ 1500	3000 sq.ft.	
Auxiliary Gym - 1 @ 12000	12000	
Lockers/Showers - 2 @ 1600	3200	
	18200	
Non-Instructional Space (25%)	4550	
Total	22750 sq.ft.	

22750 sq.ft. x $49 = $1,114,750
State sq.ft. Average plus 25% for fees: 22750 sq.ft. x 40.65 = $924,787

2. High School Conversion

Industrial Arts Lab - 2 @ 1500	3000 sq.ft.	
Auxiliary Gym - 1 @ 12000	12000	
Locker/Showers - 2 @ 1600	3200	
Vocational Eduction T & I - 5 @ 2000	10000	
Music Area - 1 @ 1000	1000	
Vocational Education DE/Cosmotology - 2 @ 2000	4000	
	33200	
Non Instructional Space (25%)	8300	
Total	41500 sq.ft.	

41500 sq. ft. x $49 = $2,033,500
State sq. ft. Average plus 25% for fees: 41500 sq.ft. x $38.45 = $1,595,675

indicate that improvement/new construction costs can approach 65% before it is no longer prudent to keep the old building. Consequently, the Osbourn High School Building could still be improved and new construction added to the campus without entering the zone where it is no longer practical to restore the old building. Therefore, the real decision must rest in whether or not the School Board wishes to acquire (assuming there is a possibility and the legal structure does not permit this assumption presently) a building that is approaching 25 years of age when the life of the building is probably no more than 75 years. The data does not give a hard and fast line of demarkation from which to make a decision. An additional consideration has to enter into the picture and that is the site. The site upon which the school sets is valuable in that it is probably the only large site in the city limits upon which a high school building could be constructed. The only exception might be the sewage treatment site on the northwest edge of the city. Consideration should be given to the prospect of trying to acquire the Osbourn High School Building for the site alone. Securing this site and building would, of course, have to be amenable to the negotiations process.

VI. Acquisition of School Facilities

A major decision which the School Board must eventually make is whether or not to operate a separate school system. If a decision were made to operate a separate school system, the decision would have to be made whether or not to build new facilities to house the student population or to try to acquire existing buildings. If the latter decsion is adopted, certain legal constraints would obtain through which the School Board would have to work.

This section of the report speaks to the possibility of the School Board endeavoring to secure possession of existing buildings. The following portion of the report, Section VIII, will deal with the former decision, i.e. if the School Board decides to build new facilities to house the student population.

Section III of this report deals with the legal network of becoming a city and the disposition of school property and the assumption of debt under the Transition Statutes to summarize, when a town becomes a city under the Transition Statutes of the Commonwealth, the city becomes a separate school division and must be governed by a School Board and hire a Superintendent of Schools. Moreover, the new school division must assume a proportion of the remaining debt of the county. In the transition, the school buildings remain the property of the county school division and the county is not required to sell or transfer any school facilities to the city. This is an important concept of law that must always be kept in mind when discussing the acquisition of school facilities under these circumstances. Whereas the city is required by law to acquire a proportion of the remaining debt, the county is not required to sell any property. Neither the newly established city nor the court system of the Commonwealth have the power to compel the county

to transfer any property. Although the City of Manassas can make a beneficiary claim to certain school properties now held by the County School Division, the claim must be established through the court system.

It would be entirely possible for the City and County to settle through negotiations the "equitable claim" of the city to county school property. Such a settlement does not now seem possible given the situation surrounding the negotiations to date. It is not at all clear what might occur if the political units could not agree on a settlement and the matter were left to the courts. Of course, it is pure conjecture to try to guess what the precise outcome would be because it is impossible to second guess a court decision. But it would appear that under the "beneficial interests" approach the City of Manassas would have to assume a portion of the county debt approaching $6,867,969. Conversely, the City could claim beneficial interest in all school properties located throughout the county in direct proportion to the total amount of school facilities. The problem here is deciding the proportionate share to be utilized in determining the beneficial interest. In other words, how much has the City of Manassas contributed to the construction of each building in the County since the first building was built. One approach could be to utilize the same ratio developed for assuming the County debt, i.e., that proportion of city assessed valuation that bears to the total county assessed valuation which in this case is 11.217 This would be a quite equitable claim in light of all of the unknowns of the situation. This might, however, be a problem in determining the original costs of all facilities in the courts. The School Facilities Department of Prince William County reports that separate contract were not maintained for each school facility nor for school and county projects.

What this situation says in this context is that granting an equitable claim of the City of Manassas will not be a quick matter. On the contrary, establishing what the County facilities cost either in original dollars or in replacement value will be a long and difficult process.

The above does not even speak to the amount of time it will take to work through the judiciary system. Reasonable estimates would indicate it will take anywhere from one to three years for the claim to reach a point of being satisfied. Thus, if the School Board built a strategy of housing students in facilities now owned by Prince William County, there must be a two-three year time interval between the time a beneficial interest claim is initiated and the time students from the City would occupy the buildings for an educational program. Even establishing a rightful beneficial interest claim might not assume occupancy of present buildings now located within the City. The reason being that Prince William County School Division may need the present facilities just to house the growing population exclusive of the City school population.

Prince William County is currently requesting a $26 million bond election to construct new buildings to house an expanding population. The County has indicated that even with new construction, the existing school facilities will be needed to house students. Already, students from the Baldwin School are being housed in the Osbourn High School building to relieve some over-crowding. Additionally, the remaining existing schools (Dean, Marstellar, and Bennett) are either up to or over the student capacity; some students are even located in educationally obsolete facilities such as the Bennett Annex.

The whole point of this discussion is that Prince William County School Division is currently utilizing all of the structures located within

the City and are additionally seeking more funds to construct new facilities to house a growing population. Undoubtedly, the court would take this under consideration when deciding upon the settlement of the claim of Manassas. This situation would not cause the court to negate the claims of the City, but at least it would be a factor in the final solution arrived at by the court. This situation might bring about a settlement which would be independent of transfer of any buildings. In other words, the settlement of the claim conceiveably could result in the forgiveness of assumed county debt. If such were the case, the City would not have access to any of the existing facilities to house students, but would have greater latitude in generating additional debt for new construction. This solution would, of course, be the only way to achieve entirely new facilities for the City. If the City were to assume an indebtedness of $6,867,969 as the City's share of existing County debt, the City would then have a bonding capacity of only $6,154,257 which might not be sufficient to house the number of students located within the City in new facilities.

This section of the Facilities Study details the methods and limitations in acquiring the existing school buildings now located within the City limits. In summary, the County is not constrained to either sell or transfer school buildings to the City. The City may, however, file a "claim in equity" to establish the beneficial interest the citizens of the City have in all of the school facilities within the County. The claim must be established and settled by the circuit court if the two political units (City and County governments) can't agree upon an equitable settlement. In the particular case under discussion, the court is faced with an expanding school age population and currently are utilizing all of the six buildings in the City. This

condition might have an effect upon the final solution which might prevent the City from obtaining possession of any of the buildings. If such a settlement were arrived at by the court, it would seem reasonable to conclude that the court would also forgive a portion of the assumed County debt equal to the beneficial interest of the City in all County buildings. The latter situation would enable the City to bond itself sufficiently to house all students in new facilities. In any event, should the City be successful in acquiring any of the County school facilities, there would be a time lag of perhaps four years from the time a claim is made until students can occupy the buildings. If the School Board decides to operate a separate school system it must take the above realities under consideration when making decisions regarding the housing of students. In spite of the fact that it might be desirable to operate a school system as soon as possible, the School Board may be prevented from achieving this goal because of the fact that other governmental agencies must make certain decisions. Thus, the School Board should adopt a plan of action that will accomplish the above goal within the constraints of the situation and at the same time does not interrupt the educational program of the students. In subsequent sections of this report, a plan of action is detailed to enable the School Board to develop a rational plan.

VII. Phasing-In of School Division Operations

It is impossible to predict with any degree of accuracy the final outcome of any political process, and the negotiations between two political subdivisions of the State is indeed a political process. Therefore, it is virtually impossible to predict the final outcome in the negotiations between the City of Manassas and Prince William County. Assumptions based upon observations of the situation are the only bases for predicting events. In the case of the School Division of the City of Manassas, the very future of that division of local government is dependent upon what happens at the negotiations table. The suggested steps to be taken by the Board of Education in this section of the report reflects assumptions regarding the negotiations.

As stated earlier in the report, the School Board and Administration have a decision to make regarding the future status of the School Division. That decision is whether or not the City School Board will operate their own school system. Many conditions, situations, and attitudes will enter into the decision. Assuming that the City School Board decides to operate a separate school system, then the operations of the Division must be phased-in to insure above all else the continuity of the education of the City students, and secondly to insure an orderly transition to a functioning public organization. This section of the report deals with the phasing-in process for the School Division.

Before any work can be accomplished to effect a functioning School Division, the Board of Education must make a decision to operate a separate school system. Below are the actions that must be made by the Board to trigger other actions by the School Board employees.

IMPERATIVE ACTIONS OF THE SCHOOL BOARD

1. Decision regarding status of independent operations.
2. Either through negotiations with Prince William County or through court order, assume proportionate share of County school building debt.
3. Establish claim for "beneficial interest" in County school facilities through Circuit Court.
4. Negotiate long-term contract with Prince William County to provide for educational services for City students:
   a. Negotiate for 2 1/2 years service for students in grades K-9, Jan, 1976 to June, 1978.
   b. Negotiate for 3 1/2 years of service for students in grades 10-12.
   c. Provide for incoming 1979 12th grade students to attend the County schools during the 1979-80 school year in order to graduate at the school at which they have been attending.

With an agreement such as described above the School Board will have sufficient time to complete the educational planning necessary to do the work to be done before students are to be housed in Manassas City School facilities. Of equal importance is the fact that present high school students will be allowed to finish the school to which they have been oriented. The least possible interruption of the education program of the students will be the net effect of such an agreement. With the school facilities on hand such as planned in this report, the school division could easily handle the K-9th grade students in its school facilities. Then the upper grade students could finish the high school they are presently attending. In the third year of the agreement, the seniors (1976-77 tenth grade students) would have an option of either continuing in the county high school or finishing in the newly completed high school. This phasing-in stage would further allow for the proper planning for a modern

senior high school. Experience in the planning for senior high school indicate that this time-frame will be needed to properly organize the curriculum, staff, and logistical support for the program.

VIII. Planning for New Facilities

In earlier sections of this report it was strongly suggested that the City of Manassas might not have access to the school buildings now belonging to Prince William County School Division and located within the City limits. The state statutes are very explicit on this point that county school divisions are not required by law to sell or convey to the city any school buildings. If Prince William is able to convince the court of the need for the five buildings in the city to house county school children, then there is no possiblity of forcing, within the limits of the law, the county to sell or convey the buildings. Under the assumption that the above is correct, then the prudent course of action for the City School Board would be to begin planning and construction of new facilities. The following section details the actions needed to complete that task.

The new facilities that will be needed by the City are based upon the assumptions regarding the kind of school system detailed in Section IV above. Basically these assumptions are:

1. Pupil-Teacher ratio of 28-1 in the elementary and 25-1 in the high school.
2. Maximum size of elementary schools will be 560 students, 750 for middle schools, and 1000 for high schools.
3. The neighborhood school concept will be utilized to minimize bussing of students.
4. The grade organization of schools will be K-5, 6-8, 9-12.
5. Physical education, art, music will be offered to all students.

6. Vocational Education classes shall be available to all high school students.
7. Special Education students will be mainstreamed into the regular classrooms with a resource room available.
8. All students in the City limits will be housed in City schools.

With the above assumptions in mind, the types and kinds of educational facilities needed by the City can be detailed. In the accompanying schedule, the needed facilities are listed as a planning project with needed funds to accomplish the project. Each project lists the funds needed for site acquisition and development, facility construction, and moveable equipment. Built-in equipment is included in the square foot cost of the project. The schedule also lists the fees for architectural services and other expense items of a construction project.

The square foot construction costs utilized in this schedule were derived from the State average for the school year 1974-75 with a 9% inflation factor introduced for the 1975-76 school year. The costs are similar to those utilized by surrounding school divisions. There is no guarantee by any source that budgeted square foot construction costs will be exactly the same as the bid price. This is virtually impossible to predict with any degree of accuracy; however, it is possible to come very close to estimating the actual costs. It is the firm belief of the Research Team that these costs reflect reality as closely as possible. Comparisons between school divisions is impossible for a number of reasons. Some of the more obvious

reasons being: the amount of non-instructional space in the building, the close monitoring of the project by educational planners, the types and kind of finishes both interior and exterior, the architectural style of the building, and the site and its geographical location. All of these factors enter into the final square foot construction costs of a building. The above cost estimates, therefore, are predicated upon the experience and expertise of the Research Team in planning facilities. Higher construction costs would ensue if construction means other than envisioned here were to be implemented. Likewise, if planning procedures other than those detailed in this report are resorted to, higher construction costs will result.

The Schema for Constructing Needed New Facilities for the City School System in Manassas is predicated upon the assumption that the sites presently held by the county for school purposes will be available to the City for purchase because the County School System will not build any more schools within the City limits. Therefore, acquisition of the sites would be within a reasonable time-frame to enable the school division to begin planning the facilities immediately. The Schema further assumes that schools will be constructed within the time-frame indicated, strikes and acts of nature notwithstanding. The School Board has begun a serious effort to involve the citizens in the decision-making process of the school division. This effort must not be circumvented or blunted through the planning process for the new facilities. This point is emphasized because the temptation is always there to get the buildings up as fast as possible. Speed in planning can be accomplished, but not at the expense of making

Capital Program For

Proposed New Construction

City of Manassas

Elementary Schools

Project #1 - Weems Road Site

Site Acquisition (15 A)	$ 129,470.00
Site Preparation/Landscaping	40,000.00
Construction - 40,000 sq. ft. X $30.81 500 pupil @ 80 sq. ft.	1,232,400.00
Equipment - ($300/pupil)	150,000.00
Project Total	$1,551,870.00

Project #2 - Point of Woods Site

Site Acquisition (19.8 A)	$ 110,000.00
Site Preparation/Landscaping	40,000.00
Construction - 40,000 sq. ft. X $30.81 500 pupils @ 80 sq. ft.	1,232,400.00
Equipment - ($300/pupil)	150,000.00
Project Total	$1,532,400.00

Project #3 - Baldwin Park Site

Site Acquisition (8 + Purchase 7 A = 15 A)	$ 84,000.00
Site Preparation/Landscaping	40,000.00
Construction - 40,000 sq. ft. X $30.81 500 pupils @ 80 sq. ft.	1,232,400.00
Equipment - ($300/pupil)	150,000.00
Project Total	$1,506,400.00

Middle School/High School - Prince William Hospital Area

Site Acquisition (35 A + 10 additional)	$ 120,000.00
Site Preparation/Landscaping	50,000.00
Construction - 165,000 sq. ft. X $35.45 1,500 pupils @ 110 sq. ft.	5,850,000.00
Equipment ($350/pupil)	500,000.00
Project Total	$6,520,000.00
TOTAL	$11,110,670.00

Architectural/Legal/Miscellaneous Fees (8%)	$ 888,850.00
Contingency - 1%	111,100.00
GRAND TOTAL	$12,110,620.00

citizens feel that their input is not really important. There are too many examples of this in the field of education today to make light of this admonition. The Planning Schema insures community involvement at the proper times and still allows the Board of Education to exercise their legal responsibility in making the final decisions.

According to the Schema the three elementary school buildings could be planned within a two-month period of concentrated and intense planning. During this time efforts to legally secure the sites would be made. Beginning in the third month, the architect will begin the design stage which will last for approximately three months culminating in Board of Education approval of the drawings. The architect should finish the design stage and be ready for the bidding process by the first of the year--1977.

The legal time limit for the bidding process has been observed in the Schema; the schools could then be under construction by a year from the beginning date of the planning effort. At first this may seem like an inordinate amount of time, but there are certain constraints that must be observed such as the bidding time limits set by the Commonwealth, the length of time needed to design a structure. These constraints are the reality of the modern world that must be accommodated if the plan is to come to fruition. It is unrealistic to expect new facilities before the late winter of 1978--even with so-called prefabricated structures. In as mush as the City of Manassas will be spending upwards of $12-13 million in public funds to construct public facilities, the legal as well as practical time limitations will have to be observed. The Schema does indeed observe these particular considerations.

Table II

Scheme for Constructing Needed New Facilities
Manassas City School Division

Activity	Building Projects				
	Elem #1	Elem #2	Elem #3	Middle School	High School
Begin Negotiations for Site	4/1/76	4/1/76	4/1/76	4/1/76	4/1/76
Begin Education Planning Stage	4/1/76	4/1/76	4/1/76	4/1/76	4/1/76
Begin Selection Process for Architect	5/1/76	5/1/76	5/1/76	5/1/76	5/1/76
Involve Community in Planning Stage	4/15/76	4/15/76	4/15/76	4/15/76	4/15/76
Complete Development of Ed. Specifications	5/30/76	5/30/76	5/30/76	5/30/76	5/30/76
Approve Education Specifications - Board	6/1/76	6/1/76	6/1/76	6/15/76	6/15/76
Hire Architect	6/10/76	6/10/76	6/10/76	6/10/76	6/10/76
Deliver Ed.Specifications to Architect	6/15/76	6/15/76	6/15/76	6/30/76	6/30/76
Begin Design Stage	6/20/76	6/20/76	6/20/76	7/1/76	7/1/76
Schematic Drawing Approval - Board	9/15/76	9/15/76	9/15/76	10/1/76	11/1/76
Begin Working Drawing Stage	10/1/76	10/1/76	10/1/76	11/1/76	12/1/76
Approval of Working Drawings - Board	1/5/77	1/5/77	1/5/77	3/1/77	4/1/77
Development of Bid Documents	1/15/77	1/15/77	1/15/77	3/1/77	4/15/77
Approval of Bid Documents - Board	1/25/77	1/25/77	1/25/77	3/15/77	4/30/77
Advertise Bids	1/30/77	1/30/77	1/30/77	4/1/77	5/1/77
Opening of Bids	3/30/77	3/30/77	3/30/77	6/1/77	7/1/77
Award Contract/Issue Notice to Work	4/5/77	4/5/77	4/5/77	6/5/77	7/5/77
Begin Construction Stage	4/10/77	4/10/77	4/10/77	6/10/77	7/10/77
Construction 1/2 Complete	10/1/77	10/1/77	10/1/77		7/10/78
Construction Complete	4/10/78	4/10/78	4/10/78	6/10/78	1/30/79
Building Inspected - Board	4/15/78	4/15/78	4/15/78	7/1/78	2/15/79
Building Accepted by Board	4/20/78	4/20/78	4/20/78	7/15/78	2/20/79
Staff Orientation to Building	5/1/78	5/1/78	5/1/78	8/1/78	3/1/79
Building Fully Occupied	5/5/78	5/5/78	5/5/78	9/1/78	3/15/79

The high school and middle school time-frame for delivery of the finished products is longer because of the larger structures. If the School Board decides to build the middle school and high school together, the time-frame would then be lengthened to the 1979 date of the high school. The Schema indicates that by the early spring of 1979 the high/middle school would be ready for occupancy; such a time-frame would fit very nicely into the suggested planning phase of letting the high school students finish in the Prince William Schools and let the 1977-78 ninth graders begin the first high school class for the City of Manassas. During the 1979-80 school year there might be a majority of the seniors still in the County schools, but by the next year the first graduating class will be terminating in the new high school. This time-frame allows for an orderly planning and implementing phase and allows the least interruption of schooling for the students.

The first task, however, of the school administration is to begin educational planning for the new facilities. This type of educational planning suggested here is that which involves the community in an advisory capacity making suggestions and recommendations to either the Superintendent and then to the Board of Education or to the Board directly if the community groups are Board of Education appointed Ad Hoc Committees. The task is to develop some Educational Specifications regarding the elementary and secondary school buildings. To do otherwise would be to blunt every effort of the community to date. After the Educational Specifications are written the document should be submitted to the Board of Education

for formal approval. Then policy will be made and the school division staff and consultants can begin the job of working with an architect to design the buildings. The plan for developing Educational Specifications and assigning responsibilities is detailed on the following page for the guidance of the School Board.

The suggestions contained in this report are just that--suggestions and recommendations. They are not finite decisions to be immediately implemented. On the contrary, all decisions regarding the school division and the educational program are made by the Board of Education usually based upon recommendations for the staff and consultants. The Board through the process of developing Educational Specifications and approving that document will make certain decisions regarding the administration of the schools and the operation of the program.

PLANNING A LEARNING FACILITY

Educators	School Board	Architect
Determines the goals	Determines the goals	
Specifies the goals in terms of activities		
Specifies the spatial relationship and equipment needs to carry on activities		
Develops initial statement (Educational Specifications)		
	Educational Specifications presented to the Board for initial consideration	
Rewrites the Ed. Specs. from discussions and conferences with the board		
	Board officially adopts the Ed. Specs. as a document to plan the facility	
		Board delivers the Ed. Specs. to architect
		Develops diagram of space relationships
Meeting - discuss relationships & schematics		Develops "Idea" Schematics for various areas and departments
	Schematics presented to Board	
		Prepares Building Schematics
		Considers Basic Structural and Mechanical Systems and Materials
	Meets to present Building Schematics system and materials	
		Develops Preliminary Plans
Checks Preliminary Plans against Ed. Specs.		
	Meeting to Review Plans	
		Revises Plans
Check Revised Plans against Ed. Specs.		
		Makes whatever revisions necessary
	Present Finalized plans for Board approval Meeting to formally approved plans	